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THE CITY COLLEGE.

BY- BISSELL, CLAUDE AND OTHERS
COMMITTEE OF PRES.OF PROV.ASSISTED UNIV. AND COLL.

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DETERMINATION OF THE FUNCTION OF A NEW EDUCATIONAL UNIT MUST BE BASED ON CONSIDERATION OF FIVE POSITIONS--(1) THE TRADITIONALIST POINT OF VIEW THAT STUDENTS WHO SHOW THEMSELVES TO BE QUALIFIED FOR THE UNIVERSITY SHOULD HAVE PRIORITY TREATMENT, (2) A PHILOSOPHICAL ARGUMENT THAT THE VALUE OF EDUCATION IS RELATED TO ITS QUALITY AND THAT DEMOCRATIZATION OF EDUCATION HARMS SOCIETY IF IT RESULTS IN A LOWERING OF EDUCATIONAL STANDARDS, (3) A SOCIOLOGICAL STATEMENT THAT EDUCATION IS GOOD FOR ALL AND SHOULD STRESS GENERAL RATHER THAN SPECIFIC ASPECTS, (4) THE PSYCHOLOGIST'S REASONING THAT GENERAL EDUCATION IS GOOD, BUT THAT VOCATIONAL GOALS ARE WHAT KEEP PEOPLE IN SCHOOL, AND (5) THE POLITICALLY-ORIENTED BELIEF THAT APPROPRIATE EDUCATION, RESPONSIVE TO PUBLIC DEMAND, MUST BE AVAILABLE TO ALL WHO DEMONSTRATE CAPACITY TO PROFIT FROM IT. FOR ONTARIO, THE EXAMPLE OF THE AMERICAN COMPREHENSIVE COMMUNITY COLLEGE DOES NOT SEEM APPROPRIATE. RATHER, THE UNIVERSITY BOUND STUDENT SHOULD GO TO THE UNIVERSITY RATHER THAN AN INTERMEDIATE INSTITUTION, AND THE NEEDS OF NONUNIVERSITY STUDENTS SHOULD BE MET IN TECHNICAL INSTITUTES, VOCATIONAL CENTRES, AND THE NEW COLLEGES OF TECHNICAL AND APPLIED ARTS (OR "CITY COLLEGES"). TRANSFERS TO THE UNIVERSITY FROM THE TECHNOLOGICALLY ORIENTED INSTITUTIONS SHOULD BE CONSIDERED ON AN INDIVIDUAL BASIS. (WO)

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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THE CITY COLLEGE

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Supplementary Report No. 2 of the Committee of Presidents of Provincially Assisted Universities and Colleges of Ontario

FEBRUARY, 1965

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Supplementary Report No. 2 of the Committee of Presidents of Provincially Assisted Universities and Colleges of Ontario

UNIVERSITY OF CALIF.
LOS ANGELES

MAY 8 1967

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FEBRUARY, 1965

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PREFACE

This report was prepared for the Committee of Presidents of Provincially Assisted Universities and Colleges of Ontario by the Presidents' Research Committee. It was distributed to the Presidents and was the topic of discussion at one of the plenary sessions of a conference of the Committee of Presidents and its sub-committees at Queen's University in October, 1964. With minor revisions it was then forwarded by the Presidents to the Minister of University Affairs, who had already indicated his interest in the Presidents' views on this topic.

Subsequently a sub-committee of the Presidents' Committee was asked by the Minister to reconsider the term "City College", since it might be desirable to place some colleges in locations which were not cities; the sub-committee suggested "Provincial College" as an alternative.

At their meeting on January 8, 1965, the Presidents decided that the report should be published as the second supplement to their original report, *Post-Secondary Education in Ontario, 1962–1970*. The first supplement, entitled *The Structure of Post-Secondary Education in Ontario*, was published in June, 1963. All these reports are obtainable through the University of Toronto Press.

CLAUDE BISSELL, *Chairman*
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R. GUINDON
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MURRAY G. ROSS
T. H. B. SYMONS
H. G. THODE

January, 1965

THE CITY COLLEGE

In their Supplementary Report No. 1,[1] the Presidents of the Ontario Universities gave a great deal of attention to the particular needs of students whose aptitudes are different from those required for university work and the report ends with the statement: "What we must do is to face the obvious fact of specialism in our culture, and the equally obvious fact of different aptitudes and interests in our population, and provide our young people with a wider choice of institutions giving specialized training beyond the secondary school." The key recommendation in that report was for "a further adaptation of the Institute of Technology: a post-secondary institution, approved by the Department of Education but under local control, that would concentrate its efforts on providing post-secondary and adult education for the immediate community". A name for these institutions was suggested—"College of Technology and Applied Arts"—but it has not become a catchword.

The Presidents, in their consideration of the educational structure, were able to draw on the results of an intensive study of manpower training that had taken place in the previous year. A Select Committee of the Ontario Legislature, under the chairmanship of the Honourable J. R. Simonett, was appointed in April, 1962, to study all aspects of the apprenticeship system in Ontario and the training of workers in general, particularly re-training and up-grading of skills. The "Simonett Report"[2] was mainly concerned with educational areas other than the post-secondary; it studied, in particular, the aspects of vocational education and re-training that are assisted by the Federal Government under the Federal-Provincial Technical and Vocational Training Agreement. Its recommendations for the multiplication, broadening, re-naming, and wide dispersal of trade schools have already begun to bear fruit in the establishment of Vocational Centres, which we understand are to be extended throughout the Province, and for which many functions are planned besides the traditional trades school function of apprenticeship training in the "designated" trades: the up-grading and re-training of

[1] *The Structure of Post-Secondary Education in Ontario* (June, 1963).
[2] *Report of the Select Committee on Manpower Training* (February, 1963).

the unemployed and of those who are potential victims of technological unemployment, and the giving of technical courses to those who either fail to complete secondary school or else complete what is now known as Grade 12 in one of the four-year secondary school programmes. The Manpower Training Committee also recommended a considerable expansion and dispersal of the Institutes of Technology, though not with the change of name and broadening of function suggested in the Presidents' report.

Both of these reports were among the many documents studied by the Minister's Grade 13 Study Committee during the early part of 1964. Unlike the Presidents, and to a greater degree than the Manpower Committee, the Grade 13 Committee was obliged by its terms of reference to take a viewpoint that was not only far-ranging but also severely practical: as well as sweeping the far horizon, it had to chart the hidden reefs and mark out a channel that would take the increasingly heavily-laden vessels of the educational system safely on the right course. From this viewpoint, it concluded that further post-secondary non-university institutions were not merely desirable, but essential. "We are now in an entirely different world from that of the 1920's and 1930's, and it is necessary that we extend our educational system to meet the demands of this new world. In the past when we have faced this sort of crisis, we have solved the problem by expanding our secondary school programme. . . . In the present crisis, the need cannot be met simply by alterations or additions at secondary school level; this time we must turn our attention to the post-secondary level, where we must create a new kind of institution that will provide, in the interests of students for whom a university course is unsuitable, a type of training which universities are not designed to offer. Fortunately, a beginning has been made in the establishment of the institutes of technology and vocational centres, but as yet these are too few in number and their offerings are too narrow in range to satisfy what is required both by the nature of our developing economy and the talents of our young people. The Committee is therefore recommending the establishment of community colleges to provide these new and alternative programmes."[3] "The present policy of offering alternative programmes in the secondary school . . . would be logically extended to the post-secondary level where in the community colleges there would be appropriate technical and vocationally oriented courses for the graduates who did not take the university-preparatory course. A valid alternative to a university-preparatory course would be provided, one which would go far to

[3]*Report of the Grade 13 Study Committee, 1964* (June, 1964), p. 16.

providing the technologists our economy requires just as urgently as it does university graduates."[4]

The Grade 13 Committee made it clear that their "Ideal Solution" of a selective, university-preparatory Matriculation Year depends upon the rapid development of the "valid alternative," because a more selective admission to the Matriculation Year cannot, in all equity, be imposed unless there is a good alternative programme available to those who are not selected. Having indicated the function of the community college in general terms, the Grade 13 Committee recommended the appointment of a further committee to study the proposal in greater detail, suggesting that the new committee should investigate (*a*) the needs of the groups of people who are not provided for in the present post-secondary education; (*b*) the nature and specific functions of community colleges, which would provide suitable post-secondary education other than that given by the universities and other institutions of higher learning; and (*c*) the desirable policy with respect to control and financing.[5]

The Research Committee, in making this present report, has no intention of trying to forestall or to duplicate any part of the work of that proposed committee. The Presidents described their "College of Technology and Applied Arts" only in general terms; the Grade 13 Committee established the need but not the nature of their "Community College." We therefore thought it wise to re-study the whole subject, in an attempt to relate the concept of any new institution to the occupational structure and cultural quality of our society.

1. AIMS OF THE NEW INSTITUTIONS

In line with our directions from the Presidents, the Research Committee approached this topic in the context of our study of the 1970's. As a result, we have constantly found ourselves using binoculars rather than microscopes: in the many months that we have spent trying to come to grips with the subject, every issue that was raised has led us back to the fundamental question of the ultimate purpose of the new institutions, and their place in the system of the future. We have debated:

(*a*) a traditionalist argument: that the students who demonstrate in secondary school their fitness for university work must have priority of treatment and resources because only the universities can produce the teachers, doctors, engineers, etc., who are needed in the society that we have developed, and only the universities are making new advances in knowledge and initiating their students into the intellectual

[4]*Ibid.*, p. 17.
[5]*Ibid.*, p. 34.

frame of reference where such advances are possible; that, therefore, university students have an importance to society that is out of proportion to their numbers; and that any change—however necessary—that is made in the educational system for the benefit of the larger numbers who are not of university calibre should not vitiate the services that the universities must give to those who are.

(*b*) a philosophical argument: that the value of education at all levels is directly related to its quality, and that the "democratization of education," if it involves a levelling-down of the standards of institutions of higher learning in the attempt to satisfy uncritical popular aspirations, would have damaging results: that it would produce marked differences in quality between institutions of higher learning and an undesirable blurring of standards.

(*c*) a sociological argument: that education is good in itself; that the "democratization of education" means giving as much education as possible to as many people as possible, and that this is a good thing—from the individual's point of view, since it increases his chances of security and happiness; and from the point of view of society, since the most advanced industrial economies are those with the highest "educational standard of living"; economists have established the economic value of education as a public investment. It follows from this, first, that education should be as widely available as it can be made—fees, for instance, should be abolished in all educational institutions; and secondly, that the kinds of education that are made available should be related to the occupational structure of society, which is a more valid basis than individual aptitudes or local conditions. It would be a mistake to tie any educational institution too closely to local needs, or to existing technologies; technology has a short life, and education should therefore strive constantly for the general rather than the specific.

(*d*) a psychological argument: that, while general education is in the long run the most useful part of anyone's formal educational experience, specific vocational training supplies, for a very large number of students, the motivation that keeps them in the educational system at all; that the more general education one can include in occupational programmes the better—but it will only take hold if it is firmly related to the context of the occupational training; that it is important for the programmes in non-university post-secondary institutions to have a direct, obvious usefulness, apart from long-term considerations; that there should be something tangible—a diploma or certificate—to attest the successful completion of a programme; and that the new institutions should not only *be* good but be *seen to be* good, since they will have to compete with the universities for glamour and prestige.

(*e*) a political argument: that the educational system must be responsive to public demand; that no system predicated upon absolute and arbitrary percentages of the adolescent population being admissible to certain institutions (e.g., 12 per cent to universities) will be acceptable in a time of changing popular demand and changing student motivation; that students who fail to demonstrate capacity for university work in secondary school, but who subsequently demonstrate such capacity, should not be denied the opportunity of being admitted to university; and that, although free university, post-secondary, and continuing education for almost all the population may be in the cards, for the time being some more economical means of meeting our educational needs must be sought.

In your Committee's opinion, every one of these arguments has merit and must be considered in adjusting the framework of education in Ontario.

2. THE AMERICAN COMMUNITY COLLEGE

The idea of developing in Ontario the equivalent of the American community college is being considered. The Honourable Mr. Robarts, speaking in Windsor on September 26, 1964, at the installation of President Leddy, said: "It may be that there is still a need for adaptation of some of our existing institutions or the creation of a new type of institution to provide a programme comparable to the community college and junior college programmes in the United States. The latter possibility is being fully explored at the present time."

Because both the name and the concept of the American community college have loomed large in current discussions, the Research Committee thought it advisable to devote a section of this memorandum to the subject. What follows is taken from a report made to us by two of our members who took the time to study the subject in considerable detail.

Typically, community colleges in the United States offer a two-year programme of study beyond the secondary school. The curricula offered are of two basic types: *college-parallel* (or "transfer"), and *terminal*. The first type, which accounts for about two-thirds of the community college enrolment (even though only one-third actually transfer to a four-year college), enables the students to take the first two years of work towards the bachelor's degree in their own communities, thereby considerably reducing their costs. The second type, the terminal curriculum, consists of technological, sub-professional, and vocational programmes, and frequently apprentice training.

Historically, in the United States, the Junior College provided a

parallel to the first two years of liberal arts instruction given in the four-year college. Technical Institutes offered terminal programmes to provide skilled vocational training at a sub-baccalaureate level. In the earlier part of the century, terminal vocational training consisted almost exclusively of the engineering technologies, including in many cases agricultural technologies. With the rise of numerous semi-professional careers for which secondary education was considered insufficient, both Junior Colleges and Technical Institutes began to offer programmes in such fields as general business, sales, marketing, home economics, photography, and interior decorating.

These trends have produced what is today called a community college. The development of greater comprehensiveness has become characteristic of these institutions. Even where the community college began as a technical institute (e.g. in New York State), they are now moving to the pattern of multi-purpose institutions, seeking to satisfy a wide range of needs and interests, from apprentice training programmes and adult education to highly specialized skills and the first two years of "college-level" liberal arts studies.

As the vocational programmes increase and diversify it is likely that curricula will evolve which are of one, two, or three years' duration, rather than the standard two-year programmes. This shift in emphasis in the two-year colleges will undoubtedly result in a general postponement of the school-leaving age to include not only secondary education for all, but some tertiary education and training for almost all. This has, in fact, been stated by the Educational Policy Commission of the National Education Association as a goal for the immediate future in the United States. The argument used to support the change is that in a highly developed modern industrial society the range of educational preparation required is bound to form almost a continuum in which the large gap of four years between high school and university graduation is not appropriate; recognized intermediate curricula, with appropriate certificates, diplomas, or associate degrees, are necessary.

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The Research Committee has found it extraordinarly difficult to gauge the success of the American community college in fulfilling its variegated aims. This is partly because of the enormous regional variations to be found in the United States among schools, colleges, and universities; and partly because the literature has until recently been dominated by the proponents of the community college movement in its most comprehensive and democratizing form (e.g., Thornton: *The Community Junior College*; the numerous articles by Earl J. McGrath, etc.). The

flavour of much of this literature can be illustrated by the following: "In a very real sense this institution [the community college] constitutes the latest, if indeed not the finest, embodiment of our democratic educational philosophy."[6] "The most serious prospective hindrance to the democratization of American higher education through the further development of the community college lies in the misconceived notions of excellence which presently afflict the body academic."[7]

Only recently have the community college enthusiasts been publicly challenged, notably by Grant Venn,[8] who accuses the American educational system of gross imbalance—of failing to prepare individuals for a new world of work in an advanced tchnological society. In spite of the regional variations (he says), one can say in general that vocational programmes at the secondary level have not proven effective; area schools (which are like the new Vocational Centres in Ontario) serve a variety of purposes but are too unselective and low-grade for good post-secondary occupational education; technical institutes are few; and the two-year colleges—the logical home of post-secondary technical and occupational curricula—have emphasized the transfer function to the detriment of vocational education. This last forms the point of greatest criticism in Venn's text. A work published almost simultaneously, but independently, by Norman C. Harris[9] reinforces many of Venn's arguments.

We have seen a Budget Report[10] to the Legislature of California which points out that the Master Plan for Higher Education has not been working out as scheduled because there has been no significant diversion of high school students from the State Colleges and the University of California to the Junior Colleges. The Budget Report set a revised goal for the percentage to be diverted, and indicated that the diversion should be "reflected" in the State appropriations for capital outlay for the State Colleges and the University of California.

Still more serious is an indication that, of the students who enter transfer programmes, even the 50 per cent who complete them successfully have trouble getting places in universities. A survey conducted by the New England Board of Higher Education found that the state colleges and universities of Connecticut, New Hampshire and Rhode

[6]E. J. McGrath, "Does the Community College Have a Future?" (*Educational Forum*, XXVII, 1, Nov., 1962, p. 7).

[7]*Ibid.*, p. 9.

[8]G. Venn, *Man, Education and Work* (1964).

[9]N. C. Harris, *Technical Education in the Junior College* (American Association of Junior Colleges, 1964).

[10]Co-ordinating Council for Higher Education, California, "Budget Report to the Legislature, 1964."

Island reported acceptances between 30 and 40 per cent, but in fourteen Massachusetts institutions, only 13 per cent of the transfer applicants were accepted.

The senior educators in the United States whom some of the Research Committee have been able to consult were divided in their opinions of the community colleges' transfer function. An attitude frequently encountered is that community colleges are a necessary evil, a "cooling-off" device, a means of keeping people quiet and harmlessly occupied who would otherwise be bothering the universities, or else getting into trouble on the streets. Some educators deplore the movement altogether. Some are enthusiastic. Many accept it as a necessary, albeit wasteful, method of identifying those people—the "late bloomers"—who have latent ability for university courses, an ability which can be discovered and cultured by some type of slower, less rigorous, exposure to those courses.

The Chairman and other members of the Research Committee have visited some—admittedly few—community colleges in Michigan, Florida, and California, and their impressions of the transfer programmes were not favourable; the outward form of a "college" or "university" might be there, the buildings and equipment (other than laboratories and library facilities) were often impressive, but the general atmosphere was too often that of a purely teaching institution at the high school level. We shall see in the next section of this report that the present plans for university expansion in Ontario are adequate to meet the foreseeable demand for university enrolment up to 1980, without the provision of university-parallel courses in the new post-secondary institutions. We believe that the opportunity of being admitted to university should be available to the students who show by their work in these institutions that they are capable of handling it; but this opportunity need not depend upon their taking university-parallel courses; it can be based upon their demonstrating superior capacity in their work as a whole—as is done with Ryerson and the other Institutes of Technology today.

3. THE ONTARIO SYSTEM

This Committee has been puzzled by the low opinion of the existing Ontario educational system professed by some of those who advocate radical changes in it. It is not common sense to give up a 150-year-old tradition and imitate something else without incontrovertible evidence that the model one chooses produces superior results; and yet we are often told that we must imitate this or that system without any evidence at all of the superiority of their product, but simply because they are

supposed to represent "the future" or "the trend." One would sometimes think that everything that is distinctive about Ontario education—Grade 13, O.C.E., specialist teachers in secondary schools, honour courses in universities, the Ryerson Polytechnical Institute—were matters to be apologized for, rather than sources of legitimate pride. Without assuming for a moment that there is not room for improvement, this Committee is conscious of the high reputation of Ontario education in other jurisdictions, as evidenced, for instance, by the introduction of a university-preparatory grade in the secondary schools of other Canadian provinces and the interest in it in the United States; the Master of Arts in Teaching programmes at Harvard and Yale, which are closer to O.C.E. than most American teacher training; the acceptability of Ontario university degrees for postgraduate work in universities of the first rank in Europe and the United States; the high proportion of international postgraduate fellowships awarded to Ontario university graduates; and the outstanding reputation of Ryerson among community college experts. This kind of recognition cannot be entirely fortuitous. What, then, needs to be done for Ontario students that cannot be done by the continuing evolution of the institutions that exist in Ontario at the present time?

The universities of Ontario are in process of expanding to take care of larger numbers of students, and their plans for the decade of the 1970's embrace an orderly development of this expansion, in some cases on the existing campuses, in others through the establishment of off-campus colleges, which may, if need arise, form the nuclei of new independent universities. The Chairman of our Committee has received from each member of the Committee of Presidents a general statement of the institution's plans during the 1970's—assuming, of course, that the present Provincial Government's policy of providing university places for all qualified students will be continued by succeeding Governments. Adding up the maximum undergraduate enrolments that the universities and their colleges plan to accommodate by 1980 if the needs exist, one reaches a total of over 150,000; this is of the order of magnitude of Dr. Jackson's set of estimates number 7, 8, and 9, which were based on present trends and the assumption that Ontario will reach the present American level of university enrolments by 1980–81.

The implications of these figures are of the highest importance. For some time, the desirable percentage of the college-age group for whom university places should be provided has been a controversial subject: on one side it has been argued that the inherent capabilities of the population are such that no marked increase over the present 12 per cent of the age group will in fact qualify for university work in the sense in which we now understand that term, and that larger percentages

would inevitably mean lower standards; on the other side it is claimed that the operation of factors such as greater motivation of students and greater availability of financial support could double the existing percentage without any lowering of standards whatsoever. Since it now appears that the university system can and will expand sufficiently to take in the larger percentage if necessary, there is no need to fix upon an arbitrary figure; the percentage will be determined by ability, not by arithmetic.

At the present time, 70 per cent of the population of the Province live within 25 miles of a university. With the proposed extensions of university work through off-campus colleges, that percentage may well be increased to over 90. It would never reach 100 because of the vast area of the sparsely settled north, but we understand that consideration is being given to the providing of boarding allowances for students from the isolated points in order to give them equal opportunities for higher education. Residential accommodation for a proportion of the students is an intrinsic part of the planning of all Ontario universities.

In these circumstances—as we have indicated—this Committee is unable to see that there is any need for "university-parallel" courses in the new post-secondary institutions.

This would not rule out the "late bloomer." For years, transfers have taken place to various universities from Ryerson and from the technological courses at Lakehead. The important principle here is that these transfers have been made on an individual basis, not as a matter of mass accreditation. We believe that this is the way it should be done. Already the trend in university admission procedures is to base selection on a combination of several factors, including confidential reports and scores on objective tests. With the use of these extra selective tools it will be possible for the universities to make an accurate evaluation of the students' fitness for university work.

The recommendations of the Grade 13 Committee about the modification of that examination and the introduction of the Matriculation Year in the secondary schools have met with a uniquely enthusiastic response from government, universities, school teachers and the general public alike. We may look forward with some confidence to the implementation of those recommendations: to a planned realignment of the elementary and secondary school curricula, an improvement in the preparation of the university-bound for university work, a refinement of the universities' selective procedures, and (arising from these factors) a reduction in the wastage that now occurs through the admission to first year university of so many who do not stay the course. But the Grade 13 Committee's further recommendation of the "valid alternative" is the key to the success of the whole development.

At present in the non-university post-secondary area, Ontario has

some institutions training large numbers for certain professions (teachers' colleges, schools of nursing); some institutions that give highly specialized instruction to small groups (colleges of art, music, optometry, chiropractice); and some Institutes of Technology, of which the Ryerson Institute has up to the present time been able to achieve the greatest range and reputation. Although Ryerson cannot be called a typical Institute, it may be taken as an example of the potential of the Institute of Technology in Ontario. The range of courses offered covers many branches of engineering and industrial technology; some courses in the "paramedical" area—medical laboratory technology, public health inspection, and (recently) nursing; some business courses—business administration, hotel, resort and restaurant administration, merchandising administration, printing management, and secretarial science; and the following "arts" courses: photographic arts, radio and television arts, journalism, furniture and interior design, and home economics, which includes an option for elementary school teachers. There is no diploma in "general education" as such, but in the context of the offerings already mentioned, courses are taught in English, history, philosophy, economics, sociology, psychology, geography, political science, mathematics, chemistry, physics, biology, and many related subjects in the humanities and social sciences. There are flourishing evening classes. The graduates have an excellent reputation, and many have been accepted with advanced standing in Canadian and American universities.

We believe that in the Institute of Technology—broadened to include a wide spectrum of non-engineering specialties—we have an indigenous prototype for developing the "valid alternative" to university education that we require, and for meeting the educational challenge of the new technological age. The aims do not have to be promoted: they are known and respected already. The Ontario Institute of Technology at its best is neither a glorified high school nor an ersatz university. It is a cheerful, no-nonsense, businesslike training centre of high quality, which has achieved status not by any artificial build-up, resounding title or "Associate" degree, but simply by doing a first-rate job. This, we are vain enough to believe, is in the true tradition of Ontario.

We have mentioned the Vocational Centres being established under the Technical and Trades Training Branch of the Department of Education. These are "post-secondary" to the extent that they offer courses for those who complete Grade 12 in one of the four-year streams in the secondary schools; they are also geared for giving training to pupils who do not go so far as the four-year Grade 12, and for remedial education, retraining and up-grading of skills for adults.

The suggestion has been made that the Vocational Centre, rather

than the Institute of Technology, should serve as a model for the new colleges. Our preference for the Institute is based partly on the fact that it is already well known, whereas the Centres are new and unproven; mainly on the desirability of giving the new colleges a firm identification with the area beyond the secondary school if they are to be a valid alternative to the Matriculation Year and the university.

4. THE CITY COLLEGE

We do not warm to any of the names for the new institutions that we have heard suggested so far. "College of Technology and Applied Arts" is cumbersome; "Community College" is a well-known term meaning something quite different (and, moreover, "community" is losing its meaning through indiscriminate usage); "Institute of Technology" and "Polytechnical Institute" would suggest to many people an identification with engineering. We are going to propose that as a general rule the colleges should be located in centres with a population of 20,000 or more; we suggest that they be named individually for their own home towns, e.g., Belleville College, and described collectively as "city colleges."

The primary purpose of the colleges should be as defined in the Grade 13 Committee Report: to provide a valid alternative to a university-preparatory year for students who complete Grade 12. They must, therefore, be "end-on" with Grade 12. Originally all the Institutes of Technology admitted from Grade 12, but Ryerson, with an enormous pressure of applicants, has raised the admission requirement for certain courses to Grade 13. For the City Colleges to require Grade 13 (or the Matriculation Year) for admission would defeat their primary purpose; it is essential that they be geared to admit students from Grade 12. It follows that there must be enough City Colleges to meet the demand. We think it unlikely that any City College would be so overwhelmed with applicants from the Matriculation Year—that is, with qualified university matriculants—that it would be tempted to relinquish its duty to the students from Grade 12. We do not think that they should admit students to their regular courses with less than Grade 12 standing. For the other purposes of the colleges, the provision of evening courses, short courses, etc., the admission requirements could be as flexible as is desired.

There is no sanctity that we can discover about *two-year* courses; the length of time should vary with the purpose of the particular course. It may be found that one year from Grade 12 will suffice for some specialties, whereas three years will be needed for others.

The colleges need not, indeed should not, have identical offerings. There are disadvantages, as already mentioned, in tying them in too

closely with their localities; industries are more mobile than they used to be. However, one could say, in general, that a city like Sarnia would be an obvious locale for specialization in chemical and petroleum technologies, whereas the ramifications of business and finance would be more appropriate in London. In centres where large hospitals are available and medical activity is great, the colleges should do their part in meeting the acute needs for paramedical personnel of many kinds—needs that are documented in the Report of the Royal Commission on Health Services—by making arrangements with local hospitals similar to those which have been made for the new nursing course at Ryerson. It is not difficult to visualize a very widespread development in this paramedical area, with the colleges taking over many of the educational functions that the hospitals are now so hard-pressed to fulfil.

In each of the broad areas we have touched on—engineering technology, business, and paramedical—there is already a wealth of choice, and the range of specialties is more likely to increase than to diminish. In the engineering field, our Institutes of Technology already teach aeronautical, civil, chemical, electrical, electronic, gas, instrument, mechanical, and metallurgical technology; we are told that more could be done in biochemical technology, food products, paper products, and wood manufacturing. On the business side there could be real estate, marketing, distribution, salesmanship, data processing, management training, legal secretarial science, medical secretarial science, transportation traffic management, and many more. The paramedical field includes nurses, therapists, radiographers, medical photographers, orthoptists, laboratory technicians, radiological technologists, dental technicians, dental assistants, and a growing list of skilled persons upon whom the health services will increasingly depend.

Beyond these familiar areas, the City College could be developed with imagination and balance to make perhaps its greatest contribution in the artistic, creative realm. Dr. Bissell touched on this possibility in a speech that he made last April, when he said: "On the artistic side, it is not at all clear that the universities, with their emphasis upon criticism, scholarship and research, provide the easiest setting for the cultivation of the performing arts—the arts of the theatre, for instance. There will be in the future great scope for technical and technological supporting skills if drama, opera and ballet keep pace with our expanding and increasingly sophisticated population." The same might be said of other arts. Photography, commercial art, industrial design, journalism and music could find a congenial home in the City College.

Another point of Dr. Bissell's concerned the "general education" aspect of the colleges' work. "Should we think of the student not only as a worker but also as a person with leisure time, and as a citizen?

Is there a need for courses beyond the high school that will enable him to understand the basic workings of his various systems of government? to know something of the relationships of individuals and groups as elucidated by psychology and sociology? to develop sensitivity and awareness of what is going on in art and literature and music?" We agree that the programmes in the City Colleges should include subjects in the humanities and the social sciences. On the adult education side of the City College activity, where you have a mature group enrolling for enlightenment and interest and not to prepare for gainful employment, there is need for general education courses with no occupational connection. We do not think it inconsistent to distinguish between two kinds of adult education—the up-grading of mechanical, mathematical and linguistic skills on the one hand, and the broadening of cultural and philosophical horizons on the other—and to suggest that the former lies in the sphere of the Vocational Centre, the latter in that of the City College.

Besides extending the kind of transfer arrangement that now operates from Ryerson, Lakehead, etc., which is usually a transfer into engineering or forestry, the universities will have a strong obligation to be flexible in considering the student's performance in the liberal arts component of his City College course as a basis for admission to General Arts.

In addition to its other functions, the City College may take over the post-secondary part of the Vocational Centre programme—the courses for graduates from the four-year streams—where the circumstances are appropriate. It is possible, of course, that the revision and realignment of the elementary and secondary school curricula will remove or modify the present distinction that must be made between Grade 12 as the end of one programme and Grade 12 as four-fifths of another.

In regard to the number and location of City Colleges, we believe that there will have to be more than 30 of them in the Province, and that they should usually be located in a centre with a population of 20,000 or more, drawing students from a circle with a 30-mile radius with a total population of at least 80,000, and containing enough potential high school graduates to give a minimum enrolment of 650; we think that the average enrolment would probably be 2,000. Certainly the colleges should be looked upon as a system, and logically planned from the outset.

We do not believe that the Province and the municipalities should bear the full costs of operation that will remain even apart from the generous Federal contribution which may be anticipated under the Federal-Provincial Technical and Vocational Training Agreement. City

Colleges, being post-secondary institutions, should lie outside the free public educational system. We would be in favour of their charging tuition fees, with appropriate financial aid being available to those in need.

Since the area served by a City College will surpass the municipal boundaries, it would not be appropriate to place them under local Boards of Education. We think that each City College should have its own regional board drawn from the City College area. The universities, for their part, should assume responsibility for personal service and institutional assistance to these boards to the greatest extent possible. On the question of Provincial Government supervision, we realize that the existing Federal-Provincial Technical and Vocational Training Agreement is made between the Federal Department of Labour and the Provincial Department of Education, and that it might be difficult to arrange a similar Agreement with a different Department of the Ontario Government. Nevertheless, we think there is much to be said for their coming under the Department of University Affairs—a new Department, created for the post-secondary field where institutional autonomy and initiative are appropriate, and unencumbered by the responsibilities and vested interests that cluster around the enormous operation of running the elementary and secondary schools.

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We have in this memorandum given far more attention to the rationale of the proposed colleges than to the practical questions of finance and control. This is because we regard the determination of their ultimate purpose as a matter of crucial importance. Provided that the question of purpose is answered in a positive way, we are confident that all the other questions can be worked out, and that the life of the Province will be enriched by this development in its education system.

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